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ABSTRACT

The Florida State Department of Education research and development program is aimed at transforming three significant educational ideas into possibilities: increased productivity in the educational system, increased accountability for educational programs, and continuing self-renewal in all of education. Target dates provide that by 1972 techniques for improving educational management will be available to all school districts in Florida and by 1974 competencies expected of teaching personnel in elementary and secondary schools will be clearly identified. As a part of this overall program, a method of performance-based teacher certification is being developed based on the program approval approach. Institutions will be required to engage in a systematic procedure for determining competencies and methods of assessment. At the same time, as state-sponsored research identifies teacher competencies related to pupil learning, these competencies will become a part of state program approval standards. For several years traditional teacher certification practices will be maintained parallel with certification through completion of an approved performance-based program. The same principles of the program approval approach used for preservice programs are to be used for state review and approval of school district inservice teacher education programs. (RT)

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# THE ROLE OF THE STATE DEPARTMENT OF EDUCATION IN MANAGING TEACHER EDUCATION AND CERTIFICATION

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THE ROLE OF THE STATE DEPARTMENT OF EDUCATION
IN MANAGING TEACHER EDUCATION AND CERTIFICATION

Both the legislative and executive branches of state government in Florida are committed to helping pupils learn more efficiently.

Since it is generally agreed that teaching is a key factor in pupil learning, the improvement of teaching is viewed as a primary objective of the state.

There are various places to begin, and various agencies, institutions, and individuals to be involved, in improving teaching. What, then, should be the role of a state department of education in managing teacher education and certification?

A plan for improving the training, evaluation, and licensure of educational personnel should be an integral part of the state's master plan for improving all education. Florida is committed to "performance-based" programs for both pupils and personnel. In order that you may understand how this commitment is possible you need to be aware of the specific action taken by the state to accomplish this.

In Florida all public education, kindergarten through postgraduate university study, is by law assigned to a single department. The State Board of Education is the "head" of the Department of Education and is charged with the responsibility of being "the chief policy-making and coordinating body of public education in Florida." The Commissioner of Education is the secretary and executive officer of the Board and "the chief educational officer of the state."

Among the duties and responsibilities assigned by law to the Commissioner of Education is to develop ". . . the capability of the state department of education

for planning the state's strategy for effecting constructive educational change, and providing, and coordinating creative services necessary to achieve greater quality in education."

In order to more effectively manage the "educational enterprise" in Florida, the Commissioner felt it was necessary to officially define the major role of the state in education and to define the mission of the State Department of Education in carrying out that role.

The major role of the state in education as officially adopted by the Florida State Board of Education is defined in nine (9) specific statements as follows:

1. To establish statewide educational objectives.
2. To establish objectives which shall receive highest priority for given time periods.
3. To establish a sound program of financial support.
4. To provide efficient coordination and distribution of funds.
5. To establish minimum standards for achievement and quality controls.
6. To assist localities in evaluating results.
7. To develop a good information system on the facts and conditions of education.
8. To provide incentive to local school systems and institutions to go beyond minimum performance.
9. To make available to local school systems and institutions consultative services they cannot reasonably provide from their own resources.

The officially adopted mission of the State Department of Education reads as follows:

"The Mission of the State Department of Education is to be responsive to, and responsible for, improved educational policy at the federal, state, and local levels."

With the role of the state in education defined, the mission of the State Department of Education defined, and the specific duty of the chief educational officer of the state "to plan the state's strategy for effecting constructive educational change . . . necessary to achieve greater quality in education" the Commissioner began reflecting on the nature of the states "educational enterprise" as it was and created in his mind a vision of how it could be.

The Commissioner found that all of the state's resources for education were allocated to local school districts or institutions for predetermined categorical purposes such as paying teachers salaries, for building schools, for buying textbooks, and for transporting children. All funds were used to pay for current operating expenses. The State Department of Education was not allocated any funds to develop more effective techniques for improving the quality of education.

In order to correct this the Commissioner created a modified approach for state leadership in education and a new state strategy for improving education.

The strategy is aimed at increasing educational productivity at all levels of the "educational enterprise."

The modified approach for state leadership in education is to provide greater flexibility to those who operate educational programs, but at the same time make them more accountable for the results.

In order for the new state strategy for improving education to work, the Commissioner knew that it would be necessary to devise techniques of implementation. It would be necessary to invent or discover adequate techniques for measuring the effectiveness of educational programs. It would also be necessary to discover or invent policies and procedures which could be considered as alternatives to present practices.

In light of the established policies and procedures for allocating the

state's resources how could the State Department of Education, the state's dominate leadership agency in education, have the capability to transform ideas into true possibilities? The Commissioner felt that in order to be effective in transforming ideas into possibilities the State Department of Education needed the capability of allocating resources for developmental purposes.

Upon request of the Commissioner the Legislature enacted an educational research and development program to be used as a management tool in carrying out the responsibility assigned him. The act stated that:

> It is the intent of the legislature that a specific sum of funds shall be allocated each year (to the state department of education) for the sole purpose of sponsoring the designing, development, testing, and evaluation of applied or action research studies or projects which seek information on questions of critical concern to present and future educational needs of this state.

Having acquired the capability for allocating developmental resources the Commissioner felt that a specific plan should be adopted for shifting the state's strategy to a primary emphasis on monitoring the results, or the outputs, of educational programs and away from the current strong emphasis on the inputs such as the amount of time to be devoted to specific activities, the content and types of materials to be used, the personnel who could be employed, and the types of facilities which could be constructed or used.

Upon recommendation of the Commissioner the Legislature enacted legislation authorizing him to develop a plan for evaluating the effectiveness of educational programs. The act stated that:

> The commissioner of education shall develop or cause to be developed evaluation procedures designed to assess objectively the educational programs offered by the public schools of this state. The evaluation procedures to be developed shall include such methods as are necessary to assess the progress of students at various grade levels and in the various educational programs of the public schools. The evaluation procedures shall be so constructed and developed as to provide each school district with relevant comparative data to enable district school board members, administrators and the public to more readily appraise educational progress and to effectuate the strengthening of the district's educational program.

The State Department of Education research and development program is aimed at transforming three significant educational ideas into possibilities: increased productivity in the educational system, increased accountability for educational programs, and continuing self-renewal in all of education.

1. Increased Productivity. -- It is considered that educational productivity is increased when one of the following conditions is present: (a) costs are reduced without an accompanying loss in pupil achievement, (b) pupil achievement is increased without increasing costs, or (c) both pupil achievement and costs increase but the increase in pupil achievement is more significant than the increase in cost. Some writers and researchers during the past decade have asserted that the level of expenditures is a valid index of program quality. However, recent studies have demonstrated that increases in expenditures do not necessarily result in increases in pupil achievement. The R&D program is designed to identify and demonstrate techniques for increasing productivity.

2. Increased Accountability. -- For this program accountability is defined as "the process for explaining the utilization of educational resources in terms of their contributions to the attainment of desired results." Resources are considered to include: time, space, materials, personnel, and money. It is believed that when educational managers are expected to explain resource utilization in terms of desired results, they will be encouraged to make their programs more effective and more productive. The magnitude of the public investment in education, as well as the tenor of the times, has placed educational managers under pressure to account for their stewardship of financial and human resources. Teachers and other school officials are not unwilling to be accountable. However, they do not feel that the present methods for assesing pupil learning or for assessing resource utilization are adequate for accountability. The R&D program is developing new assessment techniques which will make accountability increasingly more feasible.

3. Self-Renewal -- Self-renewal is considered to be the process whereby an institution continually modifies its goals and objectives to meet the needs of its clients and continually modifies its program to facilitate the attainment of its objectives. Self-renewal requires (a) continuous monitoring of the extent to which a program is achieving its objectives, (b) continuous evaluation of the appropriateness of established objectives, and (c) continuous identification of alternative policies and practices for consideration. Self-renewal requires a focus on the goals which an institution should pursue, rather than on the institution as an end to itself. Institutions which fail to renew themselves are often those which become preoccupied with their established traditions and practices, while giving only secondary attention to their goals. The R&D program will provide techniques for analyzing the extent to which goals are attained and will identify and demonstrate alternatives for achieving educational goals.

Having achieved these major accomplishments, the Commissioner could now establish some specific management targets and set timetables. He has established the following:

By 1972 -- By the end of 1972, techniques for improving educational management will be available and readily accessible to all school districts in Florida. These will include techniques for (a) obtaining criterion referenced measures of pupil achievement in grades K-6 in all basic skills areas taught in those grades, (b) obtaining detailed analyses of educational costs, and (c) obtaining analyses of the effectiveness of resource utilization, with recommendations for improvement.

By 1974 -- Competencies expected of teaching personnel in elementary and secondary schools will be clearly identified. Evidence will be available showing relationships between teacher competencies and pupil learning.

Teacher training techniques will be available for use in preservice and inservice teacher education programs which are aimed at the specified competencies. Evidence will be available to state policymakers which shows the extent to which teacher effects on pupil learning support various credentialing requirements. (It is assumed that if there is no evidence showing a relationship between state certification requirements and pupil learning there will be no justification to continue the certification requirements.)

By 1976 -- Techniques will be available and accessible to each school district which will make it possible for every child who is not severely handicapped to master the basic skills of communication and computation during the elementary grades of schooling at an average per pupil cost which is within the range of the normal operating budget of any school district in Florida.

Now I will speak to four specific question:

1. What is "performance-based teacher certification"?
2. How is Florida approaching performance-based teacher certification?
3. What conditions are necessary for implementing performance-based teacher certification?
4. What is the relationship between preservice and inservice teacher education in the Florida approach?

The Florida Department of Education sees performance-based teacher certification as a mechanism for strengthening the training aspect of teacher education programs, without weakening the other facets of those programs. In fact, it seems likely that performance-based teacher certification will strengthen all aspects of teacher preparation programs.

The importance of teaching skills and the need for actual training is becoming more widely recognized. For example, a concern for pupils from low income backgrounds has accentuated the importance of diagnostic skills. Likewise, a concern for evaluating the effectiveness of educational programs has high-

lighted the needs for specifying learning objectives. Also, a desire to promote creativity and higher level cognitive skills in pupils has called attention to the need for teachers to master non-directive questioning techniques. The types of teaching skills described, as well as many more can be taught efficiently if training techniques which have been employed in the arts, in athletics, in the military, and in industrial training are employed. Such training involves careful specification of objectives, provisions for practice with feedback so that the trainee can sharpen his skills, and systematic evaluation of his performance.

What is Performance-Based Teacher Certification? Underlying teacher certification is the assumption that it is possible to devise a bureaucratic process which will distinguish those persons who are qualified to perform as teachers in public schools from those persons who are probably not qualified. As presently constituted, that bureaucratic process is carried out by reviewing transcripts to verify that college courses with certain specified titles have been completed and that appropriate degrees have been awarded.

The "performance-based" part of the concept signifies that the collection of evidence verifying the candidate's ability to perform as a teacher is a central function in the bureaucratic process of teacher certification. The addition of "performance-based" as a qualifier to "teacher certification" specifies the kind of evidence which is most appropriate for identifying those persons who should be considered qualified to perform as teachers in public schools. Such evidence would relate directly to teaching performance.

It is apparent that no clear dichotomy exists between "performance-based teacher certification" and "non-performance-based teacher certification." It is more appropriate to perceive a continuum with demonstrated teaching performance at one end and characteristics which can be identified outside the teaching situation (e.g., intelligence test scores, personality traits, knowledge of subject matter) at the other. A teacher certification process which might be

located at the center of the continuum would rely equally on performance factors and non-performance factors. Teacher certification processes located at either end of the continuum would rely on performance factors exclusively or on non-performance factors exclusively. The Florida Department of Education has taken the position that teacher certification practices should move decisively toward the performance-based end of the continuum.

How is Florida Approaching Performance-Based Teacher Certification?

In discussions regarding performance-based teacher certification, there is often confusion regarding state administration of a performance-based teacher certification program. It is assumed by many that the state should adopt a comprehensive set of competencies which each teaching candidate must demonstrate. When these competencies are demonstrated, the candidate receives a teaching certificate.

This approach poses two problems. First, it would be very difficult for policy makers to adopt a comprehensive set of competencies which would enjoy wide acceptance. A closer look at the controversy associated with present certification standards will confirm the likelihood of even greater controversy over competency specification. Present certification standards merely specify broad topics which should be covered in a teacher preparation program. Performance-based teacher certification implies more specific requirements more stringently administered.

There is, of course, a fundamental difference between performance requirements and present requirements. Performance requirements do not specify the setting or conditions under which a specific competency must be learned. Instead, they merely specify the competency. Nevertheless, any attempt by a state to establish uniform competency requirements is likely to encounter a great deal of resistance. This is particularly true if the competency requirements are based on professional judgment rather than on research which shows that those requirements relate to pupil learning. Needless to say, very little such research is available and competency requirements will undoubtedly be based on professional judgment.

A second major problem rests with complications in the administration of competency examinations by the state. The state is, of course, experienced at administering competency examinations to persons trained for such positions as secretaries or cosmetologists. In such cases, actual performance examinations are administered. However, in more complex professional fields such as law or medicine, state examinations tend to concentrate on aspects of knowledge which can be measured with paper and pencil tests. The ability to perform is assumed by virtue of the professional training which the candidate has completed.

The approach to performance-based teacher certification which has been accepted in Florida is designed to avoid the preceeding two problems. The Florida approach is a modification of the program approval approach which has been in effect for many years. With the program approval approach, a teacher education institution proposes a program and submits it to the Department of Education for approval. When the program is approved, all candidates who successfully complete the program are granted a certificate.

In adapting the program approval approach to performance-based teacher certification, it is necessary to adopt state program approval standards which require the establishment of performance criteria within individual programs. These requirements would replace state requirements which specify courses. Thus, the administration of performance examinations for teaching candidates would become an integral part of teacher preparation programs. Such examinations would not be administered independently by the state.

Assigning the responsibility for performance assessment to teacher preparation institutions or agencies does not completely alleviate the problem of state performance standards. The extent to which specific competencies are required in all programs remains a matter of state discretion. In Florida, the present posture is to require institutions to engage in a systematic procedure for determining the standards. This procedure involves literature review, review

of other programs, and consultation with knowledgeable professionals (including practitioners). At the same time, the state is sponsoring research efforts to identify teaching competencies which relate to pupil learning. When results of state sponsored research or other research show that certain competencies contribute to pupil learning, these competencies will become a part of state program approval standards.

Administratively, the procedure followed by the state certification office in issuing teaching certificates will be no different for performance-based teacher certification than it is presently. It is anticipated that for the next several years parallel teacher certification practices will be maintained. That is, a candidate may qualify for teacher certification either by completing a traditional teacher education program or by completing a performance-based program. Thus, when the certification office receives an application from a candidate, a certification analyst will either (a) review the transcript to see if the candidate has completed an approved program, or (b) conduct a course-by-course analysis to see that he has completed the proper courses. Obviously, an application from a candidate who completed an approved program requires less time to analyze. Thus, the implementation of performance-based teacher certification will gradually reduce the work load of the state certification office.

It is the intent of the state eventually to require all teachers to master only those competencies which have been demonstrated by research to relate to pupil learning. Other competencies which are selected on the basis of professional judgment will vary from program to program. Even when programs are aiming at the same competencies, there will be no requirement that programs must follow the same instructional procedures, assign the same amount of time to a given portion of the program, or deploy the same complement of resources. Each institution or agency conducting a teacher education program will be encouraged to find the most effective ways to use its resources in accomplishing its objectives.

Conditions Necessary for Implementing Performance-Based Teacher Certification. The following four conditions are basic to implementing performance-based teacher certification.

1. An appropriate legal framework of statutes, regulations, and administrative policies must be established. These include state statutes, regulations of the State Board of Education, policies of the state education agency, policies of local school boards, policies of governing boards for higher institutions, and operational policies adopted by administrative officials in schools and higher institutions. Without an appropriate legal framework, performance-based teacher certification is unlikely, if not impossible.
2. Competencies must be specified. The competencies which are to be demonstrated through performance must be specified, although the responsibility for specification need not be at the state level. The specification may take place at the program or institution level, with the state accepting the specification. In Florida, the state is assisting institutions and local school districts by compiling a catalog of competencies from which a selection may be made. However, the competencies specified within programs need not include all competencies specified in the catalog and need not be restricted to those specified in the catalog.
3. Programs which can successfully train candidates to master the competencies must be established. While a performance-based teacher certification program is theoretically possible in the absence of performance-based teacher education programs, it is highly unlikely that this will occur. If the state is to expect teachers to master given competencies, programs must be available which provide training in those competencies.
4. Systems for monitoring and managing the mastery of competencies must be implemented. It is necessary for agencies operating preservice and

inservice teacher education programs to implement new mechanisms for keeping records of competencies which have been mastered by individual candidates. Also, it is necessary for teacher preparation agencies to receive feedback regarding the relevance of the competencies which their graduates are mastering.

Developmental efforts in all of these areas have been initiated in Florida.

Compiling a Catalog of Teaching Competencies -- The first element in the program is the compiling of a catalog of teaching competencies. This catalog will serve as a reference for organizing teacher training materials, for analyzing teacher training programs, and for identifying competencies for validation through research projects. In assembling the catalog, major areas of teacher competency will be identified. Each of these areas will be broken down into its fundamental areas of knowledge or skills. Each of these knowledge or skill areas will be divided into its logical sub-areas. In some cases, the sub-areas will be sub-divided further. Finally, specific objectives will be identified for each of the sub-areas. These will be arranged in a catalog which will include, as nearly as practicable, all objectives which might be sought in any teacher preparation program. However, it should be recognized that no single program will be expected to include all of these objectives.

As the catalog is constructed, evaluation techniques will be identified or developed which correspond with the specific objectives included in the catalog. The evaluation techniques will be criterion-referenced. With these techniques, it will be possible to determine whether a teacher does or does not possess the specified competency. This will open up possibilities for individual tailoring of training programs. It will also allow for the conducting of research which measures the effects of identified competencies.

Research -- The second element in the program consists of a series of related research projects. The research projects are designed to show the relationship between teaching competencies and pupil achievement. The basic impetus for the research program was the consideration of a policy which would provide that by 1974 teacher certification requirements would be based only on research evidence showing the relationship between specified teacher characteristics or behaviors and pupil achievement. It should be recognized that the intent of this recommendation was to remove constraints from teacher training institutions, not to impose new restrictions. When research evidence is lacking the state is urged to leave decisions regarding desirable competencies to the professional educators who operate teacher training programs or those who recommend teachers for employment.

Research projects will deal only with teaching competencies which can be measured with assessment instruments that correspond with teaching competencies included in the catalog described above. The research projects will be designed to identify the relationship between those competencies and pupil learning. Pupil learning will be measured with criterion-referenced assessment instruments such as those being developed in other educational research and development projects currently being sponsored by the Florida Department of Education.

Assembling Training Materials -- The third element in the program is the assembly of training materials. In order for the training of educational personnel to improve significantly, it will be necessary to obtain or develop carefully designed and validated training materials. These would include materials for instruction in the theoretical aspects of teaching and supervision (often called protocol materials) and materials for training in specific teaching, planning, or supervisory skills. Materials should be designed to improve the efficiency of training and to reduce training costs where practicable. A major effort should be made to identify materials which are already available. This will allow earlier use and will reduce development costs. However, materials

obtained from outside sources should be evaluated very carefully, using criteria similar to those which are adopted for evaluating locally developed materials. In general, developmental funds should be concentrated on materials which can be used widely. This is necessary to justify the high costs involved in careful development.

Staff Development for Teacher Trainers -- The final element in the program is the establishment of a statewide program for training teacher trainers. The implementation of anticipated changes in teacher education will require extensive staff development opportunities for most instructional personnel serving in teacher education programs in Florida. This includes faculty members in colleges and universities, as well as persons instructing in inservice education programs conducted by local school districts.

Most teacher education instructors have been taught using (and taught to use) a model for instruction which relies on the instructor to present the information, with reinforcement from texts or reference materials which present the same information. The problem of applying the information is mainly the responsibility of the student. For this model of instruction, the major investment of resources has been in instructional personnel, with the investment in instructional materials negligible when compared with faculty salaries.

## What is the Relationship Between Preservice and Inservice Teacher Education in the Florida Approach?

The Florida Department of Education believes that preservice teacher education should provide one with the knowledge, skills and attitudes essential to begin teaching and that specific teacher education based on evaluation and feedback should continue throughout his teaching career.

In order to insure statewide inservice teacher education, the Commissioner recommended and the Legislature enacted legislation which reads as follows:

> Each district school board shall develop a comprehensive program of staff development. Such program shall include all services provided under the direction of the board and shall make adequate provisions for the proper funding of such program.

A second statutory requirement is that inservice staff development shall be given the highest priority in the expenditure of state funds for educational improvement. Educational improvement funds is a non-categorical allocation equal to $1750 for each classroom unit in the district.

The same principles of the "program approval approach" used for state approval of college and university preservice teacher education programs is used for state review and approval of school district inservice teacher education programs.

The Florida State Department of Education believes that the employment practice of local school boards is the most powerful force available for influencing preservice teacher education programs offered by colleges and universities. Colleges and universities programs survive only when their graduates get jobs. When local school boards recognize that 75 to 85 per cent of their budget is used to purchase teaching skills and it is the utilization of these skills which gives that school or community the capability to accomplish its objectives new and improved policies and practices for the employment, assignment and evaluation of educational personnel will be instituted. This is the single most powerful force available for improving both teacher education and teacher performance.

Inservice teacher education in Florida is defined as a program of systematic activities promoted or directed by the school district and is designed to increase the competencies needed by instructional personnel in the performance of their assigned duties or duties to be assigned as determined by the administration. The term "competencies" is defined as "the skills and knowledge which enable a teacher to carry out instructional tasks with maximum effectiveness."

For each inservice training component there must be a statement of objectives, a summary statement describing the procedures to accomplish the objectives, and the procedure for evaluating the degree to which the objectives have been achieved.

The school district master plan must make provisions for all instructional personnel to participate in the following three types of staff development activities within a five year period.

a. At least one intensive or indepth study in basic teaching skills (techniques) and knowledge which are considered essential for effective teaching. This type of staff development component will require specific objectives (stated in behavioral terms when possible) and evaluative procedures. School districts are encouraged to develop or obtain systematic performance devices to measure teachers' mastery of basic teaching skills. Individual measuring devices should be used for each specific skill. When such measuring devices are employed, it is permissible to substitute components in categories b and c (below) for teachers who have performed successfully on these measures of performance.

b. At least one intensive or indepth study to update skills and knowledge in a subject or service area. This type of staff development component will require specific objectives (stated in behavioral terms when possible) and evaluative procedures. When a component of this type is provided externally and is not controlled locally, specific objectives and evaluative procedures will not be required.

c. Opportunities for exploratory activities shall be provided each year for all instructional personnel. These may be open-ended miscellaneous components which are not as easily defined, taught, evaluated, predicted, controlled, etc. Within this category of activities, it is possible to provide inservice education experiences for which behavioral objectives cannot be readily identified and for which evaluation may have to be subjective. The supervision

of student teachers and educational travel shall be classified as exploratory components.

The education of teachers is at the nerve center of the whole educational system and if it fails to function there, the system fails.

When we talk about the quality of opportunity for all American children, we are really talking about an equal chance for every child to be taught by a teacher who understands him, takes his limitations and strengths into account, and has command over a body of knowledge relevant to his teaching and to his place in contemporary society.

When we talk about educating the gifted, we are really talking about people who are gifted enough to teach the gifted.

When we talk about educational deficiencies, we are really talking about deficiency in teachers and teaching, if teaching is defined as the means through which those who were taught are enabled to learn.

And when we talk about dedication in education, we are really talking about the commitment of the men and women to a profession which we hold in our hearts as the greatest profession of them all ... a profession of which all of us are proud to stand up and say: "I am a teacher."

Unfortunately, teaching does not hold for many of our citizens -- nor for all of our teachers -- the image of a vocation or a profession to which one openly and proudly commits himself.

But I believe that it should be.

I know that it can be.

Because it is to me. And I know it is to you.

And I think that it's our job -- all of us -- to work until everyone in education shares that same dedication.